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98TH CONGRESS, 1st Session | SENATE | REPORT No. 98-219

REAUTHORIZING THE AUTHORIZATION OF APPROPRIATIONS FOR THE NATIONAL HISTORICAL PUBLICATIONS AND RECORDS COMMISSION

SEPTEMBER 1, 1983.—Ordered to be printed

Filed under authority of the order of the Senate of August 4 (legislative day, August 1), 1983

Mr. ROTH, from the Committee on Governmental Affairs, submitted the following

REPORT

[To accompany S. 1513]

The Committee on Governmental Affairs, to which was referred the bill (S. 1513) to reauthorize for five years the authorization of appropriations for the National Historical Publications and Records Commission, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

I. PURPOSE OF THE LEGISLATION

The purpose of S. 1513 is to reauthorize for five years the authorization of appropriations for the National Historical Publications and Records Commission by an amount not to exceed $4,000,000 for 1984 and 1985, and $5,000,000 for 1986 through 1988, for a total of $23,000,000.

II. COMMITTEE ACTION

S. 1513 was introduced in the Senate on June 21, 1983 by Senator Hatfield for himself and Senators Baker, Bingaman, Boschwitz, Byrd, Chafee, Cochran, Cranston, Dixon, Eagleton, Exon, Glenn, Goldwater, Gorton, Hawkins, Hollings, Inouye, Johnston, Kennedy, Leahy, Lugar, Mathias, Matsunaga, Mattingly, Melcher, Moynihan, Pell, Percy, Pryor, Riegle, Sarbanes, Sasser, Stennis, Stevens, Thurmond, and Tsongas.

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On March 21, 1983, Congressmen Brooks, English, Horton, and Kindness introduced H.R. 2196, a bill similar to S. 1513, authorizing $3,000,000 per year for five years, for a total of $15,000,000. It was referred to the Committee on Government Operations. On May 3, 1983, the Committee approved the bill without amendment. It was passed by the House on June 1, 1983 and on June 6th was received by the Senate and referred to the Committee on Governmental Affairs. On June 9, 1983 H.R. 2196 was referred to the Senate Subcommittee on Civil Service, Post Office and General Services.

S. 1513 was referred to the Committee on Governmental Affairs on June 21, 1983. On July 6th it was referred to the Subcommittee on Civil Service, Post Office and General Services and was favorably approved, without amendment, for full committee consideration on July 26, 1983.

III. Background

In 1934, Congress established the National Historical Publications Commission (hereafter referred to as the Commission) for the purpose of prompting the collection and publication of "the papers of outstanding citizens of the United States and other documents as may be important for an understanding and appreciation of the history of the United States." The Commission began a more active role in compiling and preserving documentary source materials in 1964 when Public Law 88-383 authorized, for the first time, annual appropriations not to exceed $500,000 for grants to federal, state, and local agencies and to nonprofit organizations and institutions for collecting, describing, preserving and publishing documentary sources significant to the history of the United States.

The Commission was last authorized by Public Law 96-98 which was enacted November 1, 1979 and expired September 30, 1981. In 1981, the House of Representatives failed to achieve the two-thirds vote necessary to suspend the rules and pass legislation to extend the authorization for the NHPRC for two additional years by a yea-nay vote of 165 to 231. Since that time, despite the absence of authorizing legislation, Congress has continued to fund the program through the appropriations process, earmarking funds from the National Archives and Records Service (NARS) budget for the NHPRC. This committee believes that there is strong support in Congress for the NHPRC and that the program should be placed back on firm footing by the passage of legislation again authorizing the NHPRC program.

IV. Publications Grants Program

The Commission has awarded grants for documentary works in American history. At present, 366 sponsored volumes have appeared, as well as 5,758 reels of microfilm and 1,005 microfiches. There are 141 completed microform editions and 23 completed book series, including the 26-volume edition of The Papers of Alexander Hamilton.

Since the inception of the grant program, the Commission has subsidized and assisted more than 70 printed series, such as the papers of Thomas Jefferson, Woodrow Wilson, and Booker T. Washington, and more than 149 microform publications, including the

papers of political figures, military leaders, scientists, diplomats, and numerous corporate and organizational records.

Current publications projects

Title	Sponsor
The Adams Papers	Massachusetts Historical Society.
Papers of Jane Addams	University of Illinois, Chicago circle.
Documentary Relations of Southwest	University of Arizona.
Papers of Black Abolitionists	Florida State University.
Papers of John C. Calhoun	University of South Carolina.
Papers of Charles Carroll of Carrollton	University of Maryland.
Original Diary of Mary Boykin Chesnut	Yale University.
Papers of Henry Clay	University of Kentucky.
Ratification of the Constitution and First Federal Election.	University of Wisconsin.
Papers of Jefferson Davis	Rice University.
Papers of Eugene Debs	Indiana State University.
Papers of Frederick Douglass	Yale University.
Diary of Catherine Drinker	Fordham University.
Papers of Dwight D. Eisenhower	Johns Hopkins University.
Doc. Hist. of First Federal Congress	George Washington University.
Papers of Benjamin Franklin	Yale University.
Freedmen and Southern Society	University of Maryland.
Papers of Daniel Chester French	National Trust for Historic Preservation.
Papers of Albert Gallatin	Baruch College.
Papers of Marcus Garvey	University of California, Los Angeles.
Papers of Emma Goldman	University of California, Berkeley.
Papers of Samuel Gompers	University of Maryland.
Papers of Ulysses S. Grant	Ulysses S. Grant Association.
Papers of Nathanael Greene	Rhode Island Historical Society.
Doc. Hist. of the Harmony Society	Clark University.
Papers of John Harrington	National Anthropological Archives.
Papers of Rutherford B. Hayes	Hayes Presidential Center.
Papers of Andrew Jackson	University of Tennessee.
Papers of Thomas Jefferson	Princeton University.
Papers of Andrew Johnson	University of Tennessee.
Papers of John Paul Jones	U.S. Naval academy.
Correspondence of Mary "Mother" Jones.	West Virginia University.
Papers of Marquis de Lafayette	Cornell University.
Papers of Benjamin Henry Latrobe	Maryland Historical Society.
Papers of Henry Laurens	South Carolina Historical Society.
Papers of William Livingston	New Jersey Historical Commission.
Papers of James Madison	University of Virginia.
Papers of George Marshall	Marshall Research Foundation.
Papers of John Marshall	Institute for Early American History and Culture.
Papers of Phillip Mazzei	Farleigh-Dickinson University.
Papers of Robert Morris	Queens College.
Papers of John Muir	University of the Pacific.
Correspondence of James K. Polk	Vanderbilt University.
Papers of Constantine Rafinesque	Transylvania University.
Papers of Elizabeth Cady Stanton and Susan B. Anthony.	University of Massachusetts.
Correspondence of Charles Sumner	Pitzer College.
Doc. Hist. of the Supreme Court	Supreme Court Historical Society.
Papers of Johathan Trumbull	University of Connecticut.
Journals of Diego de Vargas	University of New Mexico.
Papers of Daniel Webster	Dartmouth College.

V. Publication Subvention Program

In 1975, the Commission began making small grants (none exceeding $10,000 per volume) to university presses or other nonprofit publishers to defray expenses of publishing the NHPRC's documentary editions. The effect of this program has been to encourage presses to accept and publish in a timely fashion volumes that are frequently more difficult, time consuming, and expensive to print than the ordinary book.

A condition of each subvention grant is that the press must adhere to stringent paper and binding standards set by the Commission. These NHPRC standards have become widely recognized within the publishing industry as the most practicable guidelines for ensuring book longevity.

To date, the Commission has granted $1,229,990 to 28 publishers in 17 States and the District of Columbia.

VI. Commission Membership

In 1972, Congress enacted Public Law 92–546 which added to the Commission's membership two members representing the Organization of American Historians and increased the annual authorization from $500,000 to $2,000,000.

Representation on the Commission is fixed by law to include a member of the Federal judiciary, one member from each House of Congress, two Presidential appointees, the Librarian of Congress or an alternate, the Secretary of State or an alternate, the Secretary of Defense or an alternate, and two representatives each from the American Historical Association, the Organization of American Historians, the Society of American Archivists, and the American Association for State and Local History. The Archivist of the United States serves as chairman.

VII. Records Program

In 1974, Congress anacted Public Law 93–536 which redesignated the National Historical Publications Commission as the National Historical Publications and Records Commission; increased and extended the annual authorizaton of appropriations from $2 million to $4 million; and expanded the charter of the Commission to permit it to undertake projects relating to the collection and preservation, as well as publication, of papers of historical significance to the Nation. With the inception of the records program, the Commission's role broadened to include assistance to state and local government archives and private document repositories in preserving and organizing materials they already possess and those being newly created.

The Commission has given grants to State and local institutions (historical societies, archives, libraries, associations) for the preservation, arrangement, and description of historical records and for a broad range of archival training and development programs. Since the inception of the program, more than 300 institutions or organizations in 49 States, the District of Columbia and Puerto Rico have received grants totaling over $6,000,000.

VIII. Cost Sharing

Because it has felt grant programs should be cooperative ventures, the Commission has required a high percentage of cost sharing from grant applicants. It has encouraged applicants to assume a major share of the direct costs of a project and to waive indirect (administrative overhead) costs or include them as part of the sponsor's cost sharing. To date, the Commission has paid no indirect costs to any grantees.

COST SHARING IN PUBLICATIONS PROGRAM GRANTS (FISCAL YEAR 1983) [1]

	NHPRC		Sponsor		Other private source		NEH	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
Direct costs	$597,562	40.6	$387,199	26.1	$289,525	19.7	$200,931	13.6
Indirect Costs	0	0	$278,081	77.0	0	0	$83,172	23.0

[1] Based on an analysis of 15 representative project budgets. Several grantees claimed no indirect costs under cost sharing.

Cost sharing in records program grants (fiscal year 1981–83)

Grant funds (49.4 percent)	$2,685,067
Private funds (50.6 percent)	2,751,750
Total (100 percent)	5,436,637

Several grantees did not include indirect costs on cost sharing figure.

APPROPRIATION AND GRANT AWARDS (FISCAL YEAR 1982–83)

	Fiscal year 1982	Fiscal year 1983 (through 3d quarter)
Appropriated funds (millions)	[1] $2.5	[2] $3
Grant requests	69	179
Grants awarded	65	86

[1] $1 million under fiscal year 1982 continuing resolution; $1.5 million fiscal year 1982 emergency supplemental funding.
[2] Under fiscal year 1983 continuing resolution.

IX. Section-by-Section Analysis

The bill amends section 2504(b) of title 44, United States Code, to reauthorize the authorization of appropriations by an amount not to exceed $4,000,000 for fiscal years 1984 and 1985, and an amount not to exceed $5,000,000 for fiscal years 1986, 1987, and 1988.

X. Recorded Votes in Committee

S. 1513 was approved by the full Committee by a vote of fifteen yeas, zero nays; on August 1, 1983.

XI. Evaluation of Regulatory, Paperwork, and Privacy Impact

The committee anticipates that this legislation will have no impact upon regulatory function, paperwork, or the privacy of individuals.

XII. Estimated Cost

Unofficial preliminary outlays estimate: Fiscal year 1984, $3.6 million; fiscal year 1985, $4.0 million; fiscal year 1986, $4.9 million; fiscal year 1987, $5.0 million; fiscal year 1988, $5.0 million.

Pursuant to section 304 of the Congressional Budget Act of 1978, the Congressional Budget Office has prepared the following cost estimate of this bill:

U.S. Congress,
Congressional Budget Office,
Washington, D.C., August 2, 1983.

Hon. William V. Roth, Jr.,
Chairman, Committee on Governmental Affairs, U.S. Senate, Dirksen Senate Office Building, Washington, D.C.

Dear Mr. Chairman: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for S. 1513, a bill to extend for five years the authorization of appropriations for the National Historical Publications and Records Commission.

Should the Committee so desire, we would be pleased to provide further details on this estimate.

Sincerely,

Nancy M. Gordon
(For Alice M. Rivlin, Director).

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 1513.

2. Bill title: A bill to extend for five years the authorization of appropriations for the National Historical Publications and Records Commission.

3. Bill status: As ordered reported by the Senate Committee on Governmental Affairs, August 1, 1983.

4. Bill purpose: This bill authorizes the appropriation of $4 million for each of the fiscal years 1984 and 1985, and $5 million for each year from 1986 through 1988. In fiscal year 1983, $3 million was authorized to be appropriated, and the President has requested $0.6 million for fiscal year 1984.

5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1984	1985	1986	1987	1988
Authorization level	4.0	4.0	5.0	5.0	5.0
Estimated outlays	3.6	4.0	4.9	5.0	5.0

The costs of this bill fall within budget function 800.

Basis of estimate: This estimate assumes that the amount authorized will be appropriated. The estimate of annual outlays is based on historical spending patterns.

6. Estimated cost to State and local governments: None.

7. Estimate comparison: None.

8. Previous CBO estimate: On May 6, 1983, the Congressional Budget Office prepared a cost estimate on H.R. 2196, a similar bill, as ordered reported by the House Committee on Government Operations. This cost estimate differs from the earlier one, because the Senate version authorizes the appropriation of $4 million each year in fiscal years 1984 and 1985 and $5 million each year in fiscal years 1986–1988. The House bill authorizes the appropriation of $3 million each year in fiscal years 1984–1988.

9. Estimate prepared by: Judy Walker.

10. Estimate approved by: James L. Blum, Assistant Director for Budget Analysis.

XIII. Changes in Existing Law Made by the Bill, as Reported

In compliance with subsection 4 of Rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill as reported are shown as follows (existing law proposed to be omitted is enclosed in black brackets; new matter is shown in italic; existing law in which no change is proposed is shown in roman):

TITLE 44, UNITED STATES CODE

CHAPTER 25—NATIONAL HISTORICAL PUBLICATIONS AND RECORDS COMMISSION

Section 2504. Duties; authorization of grants for collection, reproduction, and publication of documentary historical source material

(a) The Commission shall make plans, estimates, and recommendations for historical works and collections of sources, it considers appropriate for printing or otherwise recording at the public expense. It shall also cooperate with and encourage appropriate Federal, State, and local agencies and nongovernmental institutions, societies, and individuals in collecting and preserving and, when it considers it desirable, in editing and publishing the papers of outstanding citizens of the United States, and other documents as may be important for an understanding and appreciation of the history of the United States. The Administrator of General Services may, within the limits of available appropriated and donated funds, make allocations to Federal agencies, and grants to State and local agencies and to non-profit organizations and institutions, for the collecting, describing, preserving and compiling, and publishing (including microfilming and other forms of reproduction) of documentary sources significant to the history of the United States. Before making allocations and grants, the Administrator should seek the advice and recommendations of the National Historical Publications Commission. The Chairman of the Commission shall transmit to the Administrator from time to time, and at least annually, plans, estimates, and recommendations approved by the Commission.

[(b) There is hereby authorized to be appropriated to the General Services Administration for each of the fiscal years ending September 30 of 1982 and 1983, an amount not to exceed $3,000,000 for

the purposes specified in subsection (a) of this section: *Provided,* That such appropriations shall be available until expended when so provided in appropriation Acts.**]**

(b) For the purposes specified in subsection (a), there is authorized to be appropriated to the General Services Administration an amount not to exceed $4,000,000 for each of the fiscal years ending on September 30, 1984, and September 30, 1985; and an amount not to exceed $5,000,000 for each of the fiscal years ending on September 30, 1986, September 30, 1987, and September 30, 1988. Amounts appropriated under this subsection shall be available until expended when so provided in appropriation Acts.

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